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FROM U.S. MISSION IN ROME

AMEMBASSY LUSAKA FOR CHARGE D'AFFAIRES MOZENA, DHANANI, AND  
USAID ACTING DIRECTOR GUNTHER  
USAID FOR DCHA/D/FFP LANDIS, AA/DCHA WINTER  
STATE FOR PRM KNUDSEN AND LANGE, IO/AS HOLMES, IO/EDA  
USDA/FAS FOR CHAMBLISS AND GAINOR  
USMISSION GENEVA FOR USAID/KYLOH  
USDA/FAS PRETORIA FOR HELM  
NSC FOR JDWORKEN

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TAGS: [EAID](#) [AORC](#) [PREF](#) [EAGR](#) [ZA](#) [WFP](#) [UN](#) [UNHCR](#)

SUBJECT: WFP'S FINELY TARGETED AND WELL-RUN OPERATIONS IN  
ZAMBIA

REF: VATICAN 00504

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Summary  
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[1](#)1. A representative from the US Mission to the UN Agencies for Food and Agriculture, Philip Lamade, visited Zambia from September 16 - 23, 2003 to assess WFP's operations, finding its operations appropriately targeted and well run. End summary.

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Background  
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[1](#)2. Zambia had a disastrous economic performance during the 1990s with an average annual real GDP growth rate of about 0.6 (according to World Bank) percent while the sub-Saharan Africa averaged 2.4 percent. Zambia's economy is dependent on copper and cobalt production for over 60 percent of its total exports. The average international copper price fell from US Dollars (USD) 1.19/lb in 1990 to 0.70/lb in 2002; during the same period copper production fell from 422,000 tons to 338,000 tons.

[1](#)3. In the 1990s, hyperinflation combined with currency devaluation eroded the purchasing power of household incomes and worsened Zambia's food security situation and poverty rate. Consequently, the country is now among the poorest in the world with a per capita income of USD 337 in 2002, ranking it 153 of 173 countries on UNDP's Human Development Index 2002. Over 60 percent of the population lives on the equivalent of USD 1 or less per day.

[1](#)4. About one year ago Zambia was in the midst of a food security crisis induced by erratic rains and government policies that discouraged food production. Despite severe food shortages that put nearly 3 million people at risk of serious hunger or worse, the Government of the Republic of Zambia (GRZ) rejected U.S.-donated relief maize because it could not be certified as free of genetically modified organisms, and Ambassador Hall chastised GRZ officials for risking mass starvation. Today, while maize production has bounced back to adequate levels, recently concluded food security assessments indicate that pockets of vulnerable populations remain.

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WFP Operations  
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[1](#)5. Under its emergency operation, WFP distributes food aid to the most vulnerable groups. Including orphans and vulnerable children, beneficiaries will peak at 480,000 in early 2004, requiring 48,000 metric tons of relief commodities. According to the June 2003 Special Report of the FAO/WFP Crop and Food Supply Assessment Mission to Zambia, last year WFP staved off distress and protected household and productive assets, although it was able to provide substantially less than the recommended kilocalories per person per day.

[1](#)6. WFP's country program, a 5-year development program through 2006, aims to provide 65,000 tons of commodities to 595,000 beneficiaries under the following core activities: food for assets, school feeding, supplementary feeding, and support to HIV/AIDS affected households.

[1](#)7. Although Zambia has been home to Angolan refugees for 30 years, presently more than 200,000, WFP's protracted relief

and recovery operation (PRRO) supports only about 113,620 refugees mostly from Angola and the Democratic Republic of the Congo. The GRZ has generously provided arable land to

refugees as part of a self-reliance strategy. Accordingly, WFP has been able to move from relief food distribution to targeted feeding as beneficiaries have become more self-sufficient in food production.

18. The PRRO is slated for renewal through December 2005. Meanwhile, by a tripartite agreement among Zambia, Angola and UNHCR, the UNHCR started a voluntary repatriation program for Angolan refugees in July this year. About 20,000 refugees are expected to go home by the end of 2003, and another 40,000 next year. Under the new PRRO beginning in January, WFP will assume responsibility for managing food distribution to recipients, a responsibility currently undertaken by UNHCR.

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Tea Parties and Travels  
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19. Upon arrival in Lusaka, US Mission Rome representative Philip Lamade met US Embassy Lusaka Charge d'Affaires Dan Mozena, Political/Economic Section Chief Katherine Dhanani, and WFP Country Director Richard Ragan. Mozena also hosted a tea attended by Father Peter Henriot of the Jesuit Center for Theological Reflection. Henriot had opposed last year Zambia's accepting U.S.-donated relief maize because it contained genetically modified organisms (GMOs).

Note: In August 2002 the JCTR praised the GRZ's decision to reject U.S. relief maize, and Father Henriot stated that it would be better for some Zambians to starve to death than to risk destroying the future of Zambian agriculture. Even before and perhaps influencing the GRZ's decision, the JCTR prevaricated by going on record at a town meeting that the U.S. was able to provide non-GMO maize despite knowing that non-GMO and GMO maize are intermixed. Per referenced telegram, in January 2003, the U.S. Mission to the Holy See hosted a seminar on sustainable agriculture in the developing world in order to provide a clear sense of the potential for biotechnology for food and for more efficient agricultural development. Afterwards some African panelists noted that while Europe is by far Africa's largest agricultural export market, European governments are preventing economic advancement in Africa by threatening to block African biotech products. End note.

110. Henriot remains concerned that GMOs threaten Zambian agricultural export opportunities, but he is not concerned about biotech food as a health hazard. Despite fundamental differences in views about GMOs, cordial discussions predominated with Henriot's expostulation of the Center's many fine humanitarian and other activities.

111. The following day Lamade visited the Bethany Community School, an orphans and vulnerable children center supported by WFP and its implementing partner, Project Concern International. About 694 children attend grades 1 through 7 at Bethany and receive protein-enriched porridge daily. In addition, 523 households receive a household ration; a skills center provides training in tailoring, shoe making and repairing; and the residential center houses 15 boys ranging in age from 7 to 16.

112. An Embassy-sponsored lunch encouraged a lively conversation with two representatives from the Biotechnology Outreach Society of Zambia who spoke in positive terms about the benefits of biotechnology and mentioned the growing interest among Zambian policy-makers to develop an appropriate policy framework about GMOs.

113. Lamade inspected a WFP-operated warehouse in Ndola, finding it orderly and run by knowledgeable staff. Stock in the warehouse included 60,000 Humanitarian Daily Rations (HDRs), recently donated by the Department of Defense for NANI, AND  
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repatriating Angolan refugees.

114. During a two-day visit to the Northwestern Province Lamade visited a WFP supplementary feeding program for TB/HIV/AIDS patients at the Makulu Health Center, Kabwe. WFP and UNHCR personnel provided a briefing and a tour of the Meheba refugee camp.

115. Lunch with WFP implementing partners included one humanitarian daily ration (HDR) sampled by the curious.

Following lunch was a tour of community gardens, fish farming, and furniture manufacturing enterprises conducted by WFP implementing partners.

¶16. During a later visit to the Southern Province, Lamade visited a school-feeding program at the Bbakasa Basic School in Siavonga. The school, founded in 1946 by Salvation Army Missionaries, had closed and was only re-opened in 1982 after the area was cleared of land mines. Today it has an enrollment of about 264 children through grade 4 and is supported by the GRZ's Ministry of Education and WFP.

¶17. Acting USAID Director Helen Gunther described WFP's operations as complementary to the work of the Consortium for Southern Africa Food Security Emergency (C-SAFE). C-SAFE's activities are neither exclusively emergency nor development oriented. Like C-SAFE, WFP works along the entire relief-to-development continuum by addressing the immediate nutritional needs of finely targeted vulnerable groups, building assets, and teaching communities how to resist future food security shocks. In other words, for both WFP and C-SAFE, food aid is used as an incentive for targeted households to invest time and resources in asset creation and rehabilitation.

¶18. Two recent vulnerability assessments, the WFP/UNHCR joint food assessment mission of 15 January to 5 February 2003, and the "Zambia Baseline Survey Report of Findings," September 2003, sponsored by the Consortium for Southern Africa Food Security Emergency (C-SAFE), confirm the necessity for targeted food aid in Zambia.

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US Mission Conclusions  
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¶19. Lamade found that WFP Zambia's operations are appropriately tailored for people who do not have access to food because of their economic circumstances.

¶20. WFP's operations are strikingly varied and include creating and preserving assets such as harvesting infrastructure, natural resource conservation, skills upgrading, sanitary works, and aquaculture.

¶21. WFP's collaborators, World Vision, CARE, and Catholic Relief Services (which are also the C-SAFE NGOs), Lutheran World Federation, Medecins Sans Frontiers, Jesuit Refugee Services, Assistance to Aid Refugees, and many other local NGOs provide a mosaic of important developmental activities to ensure that refugees are not merely surviving but are engaged in self-sustaining livelihoods.

¶22. WFP's food assistance efforts in Zambia are effectively reaching a carefully targeted population. US Mission/Rome will confer with WFP Headquarters on expanding donor support, particularly to facilitate the recent extension of WFP's PRRO for refugee repatriation.

¶23. US Mission/Rome greatly appreciates the excellent support provided by US Embassy Lusaka to its representative. Hall